ECRETARIAT
ROUTING SLIP

TO:			ACTION	INFO	DATE	INITIAL
	1	DCI				
	2	DDCI				
	3	EXDIR				
	4	D/ICS				
	5	DDI				
	6	DDA				
	7	DDO				
	8	DDS&T				
	9	Chm/NIC				
	10	GC				
	11	IG				
	12	Compt				
	13	D/OCA				
	14	D/PAO				
	15	D/PERS				
	16	D/Ex Staff				
	17	C/OpsCen/CPAS		X		
	18					
	19	*ER*				
	20					
	21					
	22					

SUSPENSE _____
                    Date

Remarks

STAT_____

~~Executive Secretary~~
6 Jan '88
Date

3637 (10-81)

DCI
EXEC
REG

Executive Registry

88 - 0058 X

FEDERAL EMERGENCY MANAGEMENT AGENCY

CIVEX
88

COSIN

Federal Emergency Management Agency

Washington, D.C. 20472

DEC 23 1987

MEMORANDUM FOR: DISTRIBUTION

FROM: Keith Peterson
Chief
Readiness Division

SUBJECT: Control Staff Instructions for
Exercise CIVEX-88

Attached are the Control Staff Instructions (COSIN) for the civil readiness exercise, CIVEX-88.

These instructions are designed for the Controllers who guide the play of the exercise and are to be seen by them ONLY. If the COSIN were seen by the players, it could spoil both the novelty and realism of the exercise, thus diminishing its value to the players.

Please review this document prior to the COSIN Conference, to be held at FEMA on January 7 and 8, 1987. Participants should especially review the MSEL items to see that they fulfill their organizations' objectives for the exercise.

Please direct any questions regarding the COSIN to the FEMA point-of-contact for this exercise, John D. Crawford (telephone number 202-646-3580).

CONTROL EYES ONLY

CIVEX 88

CONTROL STAFF INSTRUCTIONS (COSIN)

CONTROL EYES ONLY

CIVEX 88
COSIN

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CONTROL EYES ONLY

RECORD OF CHANGES

CHANGE #	SUBJECT	DATE	ENTERED BY:

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CONTROL EYES ONLY

GLOSSARY

CEA	Council of Economic Advisors
CIA	Central Intelligence Agency
CIVEX	Civil Exercise
CONUS	Continental United States
CONUSA	Continental U.S. Army
COSIN	Control Staff Instructions
DA	Department of the Army
DHHS	Department of Health and Human Services
DHUD	Department of Housing and Urban Development
DOC	Department of Commerce
DOD	Department of Defense
DOD(OSD)	Department of Defense (Office of the Secretary of Defense)
DOE	Department of Energy
DOED	Department of Education
DOI	Department of Interior
DOJ	Department of Justice
DOL	Department of Labor
DOS	Department of State
DOT	Department of Transportation
DTG	Date-Time-Group
ECG	(1) Emergency Coordination Group; or (2) Exercise Control Group
ENDEX	end of the exercise
EPA	Environmental Protection Agency
EXIM BANK	Export-Import Bank of the United States

EXPLAN	Exercise Plan
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FDIC	Federal Deposit Insurance Corporation
FEMA	Federal Emergency Management Agency
FEMA-AS	Office of Administrative Support
-CS	Office of the Chief of Staff
-DIR	Office of the Director
-EX-CI	Office of Congressional Relations
-EX-PI	Office of Public Affairs
-GC	Office of the General Council
-IA	Federal Insurance Administration
-IG	Office of Inspector General
-NP	National Preparedness Directorate
-NP-FM	Office of Facilities Management
-NP-IR	Office of Information Resources Management
-NP-IR-IS	Secure Information Systems Services Division
-NP-IR-PE	Information Systems Policy, Planning, and Evaluation Division
-NP-IR-SO	Information Systems Operations Division
-NP-IR-TS	Information Systems Technical Support Division
-NP-MP	Office of Mobilization Preparedness
-NP-MP-AS	Assessment Division
-NP-MP-MR	Mobilization Resources Division
-NP-MP-SP	National Defense Stockpile Division
-NP-OP	Office of Operations
-NP-OP-PL	Planning Division

-NP-OP-RD	Readiness Division
-NP-OP-RD-EX	Exercises Branch
-NP-OP-SC	Federal Agency Support and Coordination Division
-NP-SE	Office of Technical System Engineering Development
-OC	Office of the Comptroller
-PM	Office of Personnel
-RO	Regional Operations
-SL	State and Local Programs and Support Directorate
-SL-EM	Office of Emergency Management Programs
-SL-EM-SD	Emergency Management Systems Development Division
-SY	Office of Security
-TF	Training and Fire Programs Directorate
FHLBB	Federal Home Loan Bank Board
FTC	Federal Trade Commission
GAO	Government Accounting Office
GMT	Greenwich mean time
GPO	Government Printing Office
GSA	General Services Administration
HHS	Health and Human Services, Department of
HUD	Housing and Urban Development, Department of
ITA	International Trade Administration
JCS	Joint Chiefs of Staff
JCS(JED)	Joint Chiefs of Staff (Joint Exercises Division)
JECG	Joint Exercise Control Group
JED	Joint Exercises Division
JETD	Joint Exercise and Training Division (OJCS)
MARAD	Maritime Administration

MSCD	military support for civil defense
MSEL	Master Scenario Events List
NASA	National Aeronautics and Space Administration
NCS	National Communications System
NCUA	National Credit Union Administration
NOAA	National Oceanic and Atmospheric Administration
NSC	National Security Council
NTIA	National Telecommunications Information Agency (DOC)
NTSB	National Transportation Safety Board
OES	Office of Emergency Services
OJCS	Organization of the Joint Chiefs of Staff
OMB	Office of Management and Budget
OPM	Office of Personnel Management
OSD	Office of the Secretary of Defense
OSTP	Office of Science and Technology Policy
SBA	Small Business Administration
SEC	Securities and Exchange Commission
SSS	Selective Service System
STARC	State Area Command (National Guard)
STARTEX	start of the exercise
TREAS	Treasury Department
TVA	Tennessee Valley Authority
U.S.	United States
USAF	United States Air Force
USACE	U.S. Army Corps of Engineers
USCG	United States Coast Guard
USDA	U.S. Department of Agriculture

USN	United States Navy
USPS	United States Postal Service
USSS	United States Secret Service
VA	Veterans Administration
WHCA	White House Communications Agency
ZULU	Greenwich mean time zone

CIVEX 88

CONTROL STAFF INSTRUCTIONS (COSIN)

I.   General

A. A procedural command post exercise includes a simulation of events, or a simulation of a hypothetical situation, that exercise players have to address. The events, or situation, are designed to focus exercise play on the implementation of plans, policies, procedures, and systems that are related to exercise and evaluation objectives. Exercise control can be compared to the director's role in a stage producton or movie. The theatrical director manages the production to ensure the actors (players) follow the story line or script (scenario) to the desired conclusion. The function of the controllers in an exercise is to ensure that the players follow the scenario and that the key events scripted to occur during the exercise are introduced at the proper time. It is through this directing or managing role that exercise controllers ensure that the exercise achieves its desired objectives.

B. The key planning document for any exercise is the Exercise Plan (EXPLAN). This document identifies the concept and objectives of the exercise and provides the basic overall scenario or script to be used in the exercise. It is used in conjunction with the four basic elements associated with the control of an exercise to direct or manage the execution of the exercise. The four basic elements associated with the control of an exercise are: 1) the COSIN, 2) an Exercise Control System, 3) the Master Scenario Events List (MSEL), and 4) MSEL implementers.

II. Purpose. In conjunction with the EXPLAN, this COSIN provides instructions for the conduct and control of the exercise and for the preparation of exercise simulation material. The COSIN is prepared for the exclusive use of those personnel designated as exercise controllers, evaluators, and others who may be participants in the exercise but also in a position to influence the flow of the exercise, such as the State Governor or Regional Director. COSIN material will not be divulged to players prior to or during the exercise under any circumstances.

III. CIVEX 88 Control System. Effective and disciplined control of Exercise CIVEX 88 is essential if the goals and objectives of the exercise are to be met. The system includes personnel, facilities, procedures, and communications, and is tailored to the specific requirements of the exercise. Organizationally, it includes an Exercise Control Group (ECG) at the Federal Emergency Management Agency (FEMA), and an Exercise Control Cell at each participating Federal civil department or agency. This structure provides for the exchange of information among the various control elements. The system also provides for direct coordination between the FEMA Exercise Control Group and the Department of Defense Joint Exercise Control Group (JECG) who will be responsible for coordinating the efforts of those military elements supporting CIVEX 88.

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A. <u>FEMA Exercise Control Group.</u> FEMA will establish an ECG to conduct and control CIVEX 88 at the national level. The ECG is responsible for over-all management of the CIVEX 88 Control System.

    1. General functions and responsibilities of the ECG are as follows:

    - Provide overall control of active play;

    - Simulate individuals or organizations that are not participating but whose input is necessary for exercise purposes;

    - Control and monitor MSEL inputs, with emphasis on those significant items that cause actions to be taken by individuals or organizations;

    - Coordinate controller activities through the CIVEX 88 Control System to resolve exercise problems in accordance with the published scenario;

    - Provide a clearing house for the exchange of information among exercise controllers;

    - Inform players and the National Response Cell of the exercise objectives and procedures to be exercised; and

    - Respond to queries from other participants' exercise controllers.

    2. The organization of the ECG is as follows:

    - <u>Exercise Director.</u> Responsible to the Director of FEMA for the overall conduct and control of the exercise.

    - <u>Deputy Exercise Director.</u> Functions as the Exercise Director in that individual's absence.

    - <u>FEMA Chief Controller.</u> Responsible to the Exercise Director for overall supervision of the CIVEX 88 Control System and the ECG staff.

    - <u>FEMA ECG Staff.</u> Provides specialized control functions in assigned areas. The staff consists of full-time controllers organized into shifts for 24-hour operations. They are augmented by "on call" controllers who provide expertise in specialized or functional areas that do not require fulltime coverage.

B. <u>Federal Civil Department/Agency Exercise Control Cells</u>

    1. Each participating department or agency will establish an exercise control mechanism consisting of at least one controller. While the organization is determined by each agency, the functions and responsibilities are generally the same as those of the ECG. The location will be dictated by exercise requirements.

    2. Participating Federal civil departments and agencies will be asked to designate a controller from their Control Cell to meet with the FEMA

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ECG during active play, if required. These meetings will provide an opportunity to exchange information and correct any procedural deficiencies in the exercise control system.

C. <u>FEMA Regional Control Team</u>. Each FEMA region will organize a control team to perform the equivalent duties, at regional level, that the ECG is responsible for at FEMA Headquarters. (See paragraph IIIA.)

D. <u>State and Local</u>

1. State and local governments that participate in CIVEX 88 should establish exercise control teams that are knowledgeable and able to answer questions from and send requests to the exercise participants. The organization of these teams may vary depending on the objectives each State and local government wishes to accomplish during the exercise. This control team will coordinate directly with their military counterparts who are supporting the exercise.

2. States that do <u>not</u> actively participate in the exercise may be invited to provide representatives to their respective regions to form State and local response cells. Those cells will simulate actions appropriate to their jurisdictions, and should also observe the activities of representatives from States and counties that are active exercise participants. These response cells should operate from the same locations as their respective regional control teams.

IV. <u>MSEL</u>. The MSEL is a complete listing of all scripted exercise events (in skeleton form) to be injected into player channels during the exercise. The MSEL is a combination of items developed by FEMA, other Federal civil department and agency exercise planners, regional planners, and State and local exercise planners. The events are important because when they are injected in the exercise, by means of a MSEL implementer, they prompt the players to implement specific plans, policies, procedures, or systems. The events are listed in chronological sequence based on the date and time when the MSEL item is to be injected into play. The MSEL is designed to:

A. Assist in control of the exercise by establishing the date and time for injecting events.

B. Control the direction of play so that it focuses on the attainment of exercise objectives.

C. Serve as the source document for writing MSEL implementers.

V. <u>MSEL Implementers</u>

A. Annex B of this COSIN contains instructions on preparing the Master Scenario Events List (MSEL). MSEL items should arrive at FEMA (NP-OP-RD-EX) so they may be reviewed at the FEMA COSIN Conference on January 7-8, 1988. After review at the COSIN Conference the MSEL will be finalized, published, and distributed separately as Annex C to this COSIN.
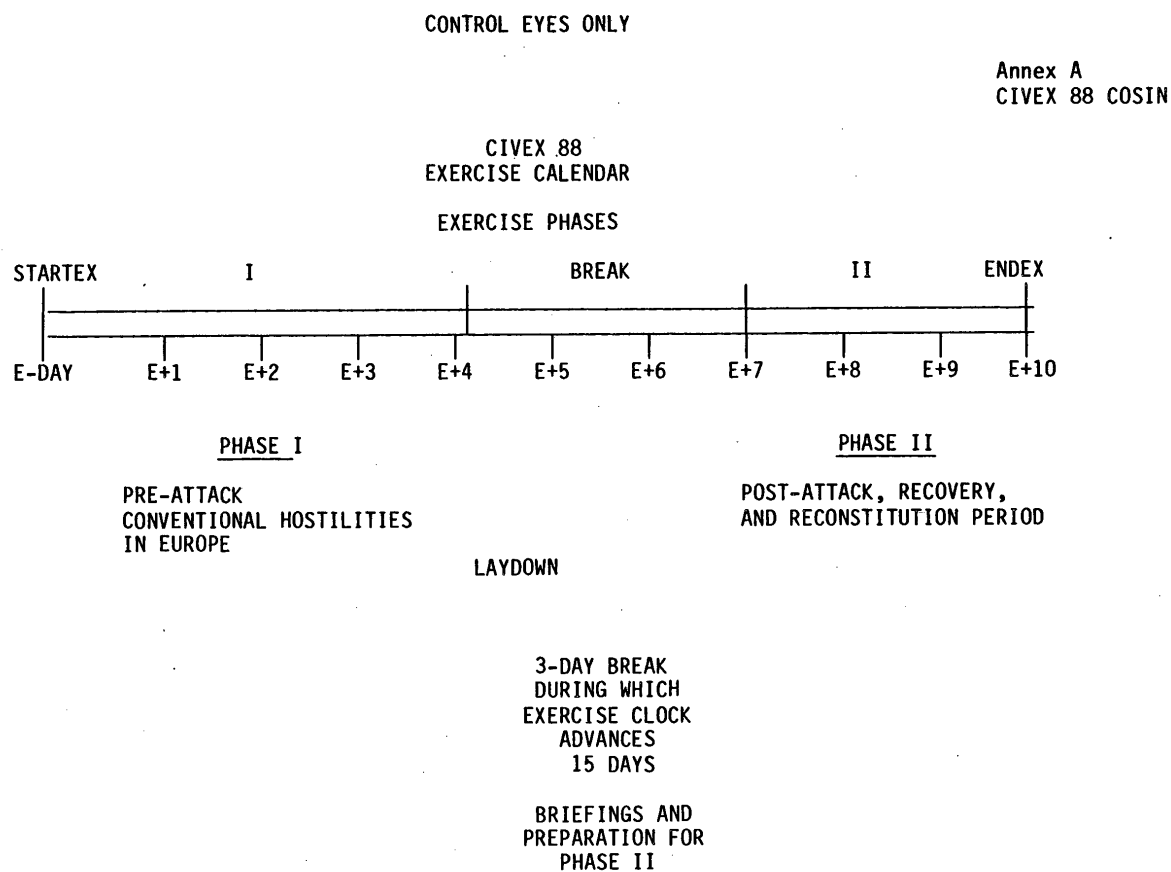
3

B. The agency of office listed as the submitter for each MSEL item is responsible for providing one copy of the MSEL implementer to FEMA (NP-OP-RD-EX), and one copy to the designated injector by March 18, 1988. (See Annex B.)

C. Unless the ECG directs otherwise, the injecting agency is responsible for inserting the MSEL implementer into exercise play in accordance with the schedule in the MSEL. All control elements are encouraged to make recommendations to the ECG as exercise play dictates regarding: (1) revision or cancellation of MSEL items; or (2) changes in the time when MSEL items are scheduled to be inserted to accelerate or delay the pace of the exercise.

VI. <u>Implementation Instructions</u>. The COSIN is effective for planning upon receipt and will be implemented in support of the EXPLAN at STARTEX.

ANNEXES:

    A - Exercise Calendar
        Appendix 1 - Active Play Chronology
    B - Master Scenario Events List (MSEL) Instructions
        Appendix 1 - Exercise Objectives
        Appendix 2 - Subject Area Codes
    C - Master Scenario Events List (To be published separately)
    D - Distribution

CONTROL EYES ONLY

Annex A
CIVEX 88 COSIN

CIVEX 88
EXERCISE CALENDAR

EXERCISE PHASES

```
STARTEX           I                      BREAK              II        ENDEX
   |                                       |                 |           |
   |---------------------------------------|-----------------|-----------|
   |        |         |         |         |         |        |        |      |
E-DAY     E+1       E+2       E+3       E+4       E+5      E+6      E+7    E+8    E+9    E+10
```

PHASE I   PHASE II

PRE-ATTACK   POST-ATTACK, RECOVERY,
CONVENTIONAL HOSTILITIES   AND RECONSTITUTION PERIOD
IN EUROPE

LAYDOWN

3-DAY BREAK
DURING WHICH
EXERCISE CLOCK
ADVANCES
15 DAYS

BRIEFINGS AND
PREPARATION FOR
PHASE II

A-1

CONTROL EYES ONLY

ACTIVE PLAY CHRONOLOGY

Appendix 1
Annex A
CIVEX 88 COSIN

	E-Day May 10	E+1 May 11	E+2 May 12	E+3 May 13
Military	Conventional warfighting in Europe.			———>|
	Troops and equipment continue to flow to Europe.			———>|
	Selected installations request additional convoy security.			———>|
Civil	Anti-war demonstrations disrupt transportation, local government operations, and public services.			———>|
	Terrorist activity against bridges, airports, communications and power facilities.			———>|
	Acts of sabotage against key assets (non-military).		———>|	Sabotage drops off drastically. (An indicator of tomorrow's activity.)
	Shelter building and stocking continues - request needed supplies.			———>|
	Selected States report population movement.			———>|
	Selected States report problems with relocated population - law and order, food and shelter.			———>|

	Break	E+7 May 17	E+8 May 18	E+9 May 19
Military	Recovery and Reconstitution	Selected bases request civil assistance in recovery effort. – Hospitals, potable water, etc.	————————————>	
	Troops are committed to MSCD missions.	——————————————————————————————————————>
	Cease-fire in effect for Europe.	——————————————————————————————————————>
		Request civil unique services – Heavy equipment, building contractors, etc.	——————————————————————————>
Civil	Requests for MSCD in progress.	– Continues through Phase II ——————————————————————————>
	Some reports on status of States (incomplete).	– Reports continue through Phase II ——————————————————>
	Reports/requests generated for recovery needs.	– Reports/requests continue (other than military) ————>

Annex B
CIVEX 88 COSIN

MASTER SCENARIO EVENTS LIST (MSEL) INSTRUCTIONS

1. **General.** The MSEL is a compilation of scripted events, appearing as individual MSEL items, that are scheduled to occur during the exercise. The MSEL is used by exercise planners as the source to write MSEL implementers and by controllers to control the exercise. As the MSEL implementers are injected into the exercise, players take action and data is generated. The analysis of this data leads to and facilitates exercise evaluation. Each MSEL item should, therefore, be directly related to an exercise or evaluation objective.

2. **Purpose.** This Annex describes how a MSEL item should be developed, written, and how it will be used during the exercise. Also included is a paragraph on developing MSEL implementer(s) to support the MSEL items.

3. **MSEL Item Development**

    a. A MSEL item contains:

        (1) a sequential MSEL event number,

        (2) the date-time-group that the MSEL is to be injected into play,

        (3) the acronym of the office or agency which is to inject the item,

        (4) the acronym of the office or agency which submitted the MSEL item,

        (5) the acronym of the action office or agency,

        (6) the code of the evaluation objective this MSEL item is to support,

        (7) the subject code of the MSEL item, and

        (8) a description of the event (See Fig B-1).

A detailed description of the MSEL format appears in paragraph 4 below.

MSEL ITEM FORMAT

EVENT NO.	DATE/TIME	INJECTED BY:	SUBMITTED BY:	ACTION BY:	EVAL OBJ	SUBJECT	EVENT DESCRIPTION
0013	101100 MAY	FTHOOD	TX OES	TX	03A	LS,MI	FORT HOOD REQUESTS SUPPORT IN CLEARING ROADS FOR CONVOYS.

Figure B-1

    b. The first step in developing MSEL items is to review the exercise objectives which were previously coordinated and approved by participating organizations and appear in the EXPLAN and Appendix 1 to this Annex. They establish the subject areas (see Appendix 2) and the plans, policies, procedures, and systems to be examined during the exercise.

c. Next, review the EXPLAN lead-in scenario and the active play chronology in the COSIN. The lead-in scenario gives a broad perspective of events leading up to the exercise and sets the stage for exercise execution. The active play chronology lists key events that are scheduled for each exercise day, and thus provides insight as to timing of MSEL items.

d. Having completed the first two steps, the next step is to create one or more MSEL items for each exercise objective applicable to your organization. The event described in the MSEL item should be one which will cause agency or office action in response to that event. Once the particular event is identified, the planner must then determine how it should be introduced into the play of the exercise. To do this, the planner must determine which office or agency would most logically cause or report the event. This office or agency now becomes the injector.

e. As an example of how this process evolves, the exercise planners for the State of Texas might want to "Evaluate traffic management procedures in response to a military request" as an evaluation objective to support exercise objective 3. The event description in the MSEL item might read: "Fort Hood requests support in clearing roads for convoys." In this case Fort Hood has been designated the injector by the Texas planners. The fact that the word "requests" appears in the event description denotes that action should be taken by the State of Texas.

f. When developing event descriptions for MSEL items, keep in mind that the event may affect another agency or office. If a MSEL item describes an event which could affect another agency or office, the submitter should coordinate the event with his counterpart in the affected agency or office. In the example, other offices that might be affected include: the Texas Department of Public Safety; the Texas State Area Command (STARC); the Fifth Continental U.S. Army (CONUSA 5); and FEMA Region VI.

g. Having developed an event or events for the objectives, the exercise planner should now put these events into the format described below for insertion into the MSEL.

4. MSEL Format. MSEL items should contain an entry in each of the fields listed below. These fields are explained in detail and shown in the figures that follow.

- MSEL Event Number (Fig. B-2). The MSEL is constructed by arranging the MSEL items in Date-Time-Group (DTG) order with an assigned event number. All of the events in the MSEL should be sequential. Exercise planners from each office or agency should assign their own event numbers to the items submitted for inclusion in the FEMA MSEL. These numbers will appear in the "Submitted By" column (See below) of the MSEL.

EVENT NO.	DATE/TIME	INJECTED BY:	SUBMITTED BY:	ACTION BY:	EVAL OBJ	SUBJECT	EVENT DESCRIPTION
0013	101100 MAY	FTHOOD	TX OES	TX	03A	LS,MI	FORT HOOD REQUESTS SUPPORT IN CLEARING ROADS FOR CONVOYS.

Figure B-2

- Date-Time-Group (DTG) (Fig. B-3). This column indicates the date and time, expressed in ZULU or Greenwich mean time (GMT) using a 24-hour clock, that the MSEL item is to be injected into the exercise by a controller. It is written as DDTTTT MMM where DD stands for the day or date in two digits, i.e. 01, 22, etc., that the implementer is to be injected into the exercise. TTTT stands for the time in four digits and MMM stands for the three letter abbreviation for the month. If the time of injection is dependent upon a player decision or action, the time should be written as 2500. The event should be assigned a DTG of DD2500 on the day the decision or action is expected to occur. (Note: The MSEL lists all 2500 events at the end of the day for the date specified.)

EVENT NO.	DATE/TIME	INJECTED BY:	SUBMITTED BY:	ACTION BY:	EVAL OBJ	SUBJECT	EVENT DESCRIPTION
0013	101100 MAY	FTHOOD	TX OES	TX	03A	LS,MI	FORT HOOD REQUESTS SUPPORT IN CLEARING ROADS FOR CONVOYS.

Figure B-3

- Injected By (Fig. B-4). This column identifies the agency or office whose controller is responsible for injecting the implementer into play. The selection of the injector is made by the originator (submitter) of the event.

EVENT NO.	DATE/TIME	INJECTED BY:	SUBMITTED BY:	ACTION BY:	EVAL OBJ	SUBJECT	EVENT DESCRIPTION
0013	101100 MAY	FTHOOD	TX OES	TX	03A	LS,MI	FORT HOOD REQUESTS SUPPORT IN CLEARING ROADS FOR CONVOYS.

Figure B-4

- Submitted By (Fig B-5). This column identifies the organization that originated and submitted the MSEL item. If that organization numbered its items, the number will appear after the agency abbreviation. The originator (or submitter) is also responsible for writing and coordinating the implementer to be injected.

B-3

EVENT NO.	DATE/TIME	INJECTED BY:	SUBMITTED BY:	ACTION BY:	EVAL OBJ	SUBJECT	EVENT DESCRIPTION
0013	101100 MAY	FTHOOD	TX OES	TX	03A	LS,MI	FORT HOOD REQUESTS SUPPORT IN CLEARING ROADS FOR CONVOYS.

Figure B-5

- Action By (Fig. B-6). This column indicates the organization(s) that would reasonably be expected to take action on the event or to whom the event is directed. There may be more than one entry in this column.

EVENT NO.	DATE/TIME	INJECTED BY:	SUBMITTED BY:	ACTION BY:	EVAL OBJ	SUBJECT	EVENT DESCRIPTION
0013	101100 MAY	FTHOOD	TX OES	TX	03A	LS,MI	FORT HOOD REQUESTS SUPPORT IN CLEARING ROADS FOR CONVOYS.

Figure B-6

- Evaluation Objective (Fig. B-7). This column is included to ensure that all MSEL items support a specific exercise objective. Exercise planners should assign a number to each MSEL item indicating which exercise objective the item supports (see Appendix 1). If evaluation objectives are developed, a letter may be added to the number to indicate the specific evaluation objective the item supports. This will assist exercise evaluators during the exercise.

EVENT NO.	DATE/TIME	INJECTED BY:	SUBMITTED BY:	ACTION BY:	EVAL OBJ	SUBJECT	EVENT DESCRIPTION
0013	101100 MAY	FTHOOD	TX OES	TX	03A	LS,MI	FORT HOOD REQUESTS SUPPORT IN CLEARING ROADS FOR CONVOYS.

Figure B-7

- Subject (Fig. B-8). All MSEL items should be categorized under one or more subjects for the functional or resource areas(s) that pertain to the item. The codes that are currently used are listed in Appendix 2 to this Annex.

EVENT NO.	DATE/TIME	INJECTED BY:	SUBMITTED BY:	ACTION BY:	EVAL OBJ	SUBJECT	EVENT DESCRIPTION
0013	101100 MAY	FTHOOD	TX OES	TX	03A	LS,MI	FORT HOOD REQUESTS SUPPORT IN CLEARING ROADS FOR CONVOYS.

Figure B-8

B-4

- Event Description (Fig B-9). This entry is a brief description of an event that would likely occur to stimulate an action. An example was developed earlier (paragraph 3e) in this Annex. It should not exceed one sentence unless absolutely necessary. Elaboration of the event will be accomplished in the MSEL implementer.

EVENT NO.	DATE/TIME	INJECTED BY:	SUBMITTED BY:	ACTION BY:	EVAL OBJ	SUBJECT	EVENT DESCRIPTION
0013	101100 MAY	FTHOOD	TX OES	TX	03A	LS,MI	FORT HOOD REQUESTS SUPPORT IN CLEARING ROADS FOR CONVOYS.

Figure B-9

5. MSEL Implementers

a. The MSEL is a listing of events designed to cause player actions during the exercise and an implementer is the vehicle which causes an event to occur or reports the event as having occurred. Implementers must be written realistically to cause the desired action. The implementer may take the form of a telephone call script, a memorandum, or a message. The implementer should be sent by that organization which would normally be expected to originate or report such an event and should be sent to an addressee to whom that organization would normally send such a request or report. In other words, the implementers should emulate real life as much as possible.

b. The originator or submitter is responsible for preparing the implementer. It is imperative that there be coordination between the submitter and the injector to ensure that both agree to the content and format of the implementer. The main concern is that the implementer is written in such a way as to cause the desired action or reaction on the part of exercise participants.

c. Following the example of the MSEL item given earlier, with Texas as the submitter and Fort Hood the injector, Texas might submit the following implementer to Fort Hood to inject during the exercise:

"(1) Troop convoys are leaving Fort Hood at the rate of three per hour heading for the Port of Galveston where vehicles and troops are loaded aboard ships for onward movement. In an effort to meet ship schedules the start times for these convoys have been moved forward. Currently convoys are leaving approximately two hours earlier than originally planned. The delays encountered are the result of heavy civilian traffic in the Houston/Galveston area.

(2) The local police and the Department of Public Safety officers are doing an excellent job of clearing the roads for these convoys except during the morning and evening rush hours. Accordingly, request you consider adding additional traffic patrols during these peak periods.

(3) We would appreciate a response to this request as soon as possible as we are, even now, adjusting the start times for the convoys leaving tomorrow morning. Your prompt assistance in this matter will be greatly appreciated."

The above example is representative of a good implementer because it: 1) contains a request for specific action that Texas players will have to consider; 2) requires a response, and; 3) may require Texas players to request assistance from other local jurisdictions or go to FEMA Region VI for out of State assistance. Thus additional exercise play is generated.

d. Each MSEL item should generate one implementer, but there is the possibility of a series of implementers being generated by a single MSEL item. For example, a MSEL item might read "Numerous press inquiries received...". "Numerous" indicates more than one inquiry and the implementer may lump these inquiries together or insert them one at a time.

e. As MSEL items and implementers are prepared, keep in mind that they are injected into play by controllers or players from other agencies or offices. Controllers may be asked to inject implementers for agencies or offices that are not participating in the exercise. In this case, the controller must simulate the nonparticipating agency or office. It is the responsibility of the originator (submitter) of the MSEL event and implementer to determine the correct organization (or controller) to inject the implementer during the exercise.

6. <u>MSEL and Implementer Control</u>. A series of steps must be taken to assist controllers in tracking MSELs through the course of the exercise.

a. One copy of all implementers should be sent to Exercises Branch at FEMA for inclusion in a master MSEL reference file. This is done to ensure: that implementers have been written for all MSEL items; that the implementers do not conflict with one another, and; that in case an implementer is lost or never received by the proposed injector, a FEMA controller can inject the implementer contained in the master file into play and thereby maintain exercise continuity.

b. Each implementer will be identified with the MSEL Event Number of the MSEL item to which it pertains. If there are multiple submitters each number must appear on the implementer. The number(s) will be listed in the exercise caveat statement (see Annex D, CIVEX 88 EXPLAN) in the message or memorandum header. (See Fig B-10.)

B-6

MEMORANDUM OF TELEPHONE CONVERSATION

Person Called: Texas Office of Emergency Services Phone Number_____
Person Calling: Controller from Fort Hood, Texas
Time: 111000 Date: 10 May 1987

TEXT:

This is a CIVEX 88 Exercise Message. MSEL Number 13.

  1. Troop convoys are leaving Fort Hood at the rate of three per hour heading for the Port of Galveston where vehicles and troops are loaded aboard ships for onward movement. In an effort to meet ship schedules the start times for these convoys have been moved forward. Currently convoys are leaving approximately 2 hours earlier than originally planned. The delays encountered are the result of heavy civilian traffic in the Houston/Galveston area.

  2. The local police and the Department of Public Safety officers are doing an excellent job of clearing the roads for these convoys except during the morning and evening rush hours. Accordingly, request you consider adding additional traffic patrols during these peak periods.

  3. We would appreciate a response to this request as soon as possible as we are, even now, adjusting the start times for the convoys leaving tomorrow morning. Your prompt assistance in this matter will be greatly appreciated.

Figure B-10

B-7

Appendix 1
Annex B
CIVEX 88 COSIN

Exercise Objectives

1. Improve State and local government emergency preparedness plans, policies, procedures, and systems.

2. Improve the procedures for providing emergency assistance among States in a particular region and across regional boundaries.

3. Improve the effectiveness of emergency coordination procedures among regional, State, and local governments and their capabilities for liaison, communications and mutual support interface with U.S. military forces.

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Appendix 2
Annex B
CIVEX 88 COSIN

Subject Area Codes. All MSEL items should be categorized under one or more subject area codes that indicate the functional/resource area(s) that pertain to the item. The codes are as follows:

CD-Civil Defense/Population
   Protection
CN-Construction
CO-Communications
DE-Domestic Economics
EN-Energy
FA-Food/Agriculture
GO-Government Operations
HE-Health Resources
HR-Human Resources

IE-International Economics
IN-Intelligence
IP-Industrial Production
LS-Law and Security
MI-Military
NR-Natural Resources
PA-Public Affairs
SH-Social Services/Housing
TR-Transportation
WA-Water

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Annex C
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MASTER SCENARIO EVENTS LIST (MSEL)

(To be published separately)

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Annex D
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